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ABSTRACT

Recommendations are presented for organizing research, development, and dissemination activities around the concept of a school-community effort for developing, utilizing, and disseminating Ethical Citizenship Education (ECE) programs in public, nonpublic, and parochial schools. Intended for use by the public and, particularly, by the National Institute of Education, the document is presented in six sections. The first section defines ECE as an effort to teach students the knowledge, skills, and dispositions which enable them to realize in action the ethical-citizenship principles consistent with American democratic traditions. Section two presents a statement of need, outlining the societal imperative for ECE. In the third and fourth sections, the 1976 Moral Citizenship Education planning activities and findings, which provided a background for the present study, are described. The bulk of the report, presented in section five, consists of the recommendations for future ECE efforts. Topics discussed in this section include youth as the ECE target, school-community advisory groups, ECE objectives and content, curriculum guidelines, teaching techniques and instructional models, public policy, dissemination, and television involvement. Tables of recommended ECE activities are included on public policy, theory building, research, development, and dissemination. In the final section, methods of obtaining and managing needed resources are discussed. References are included. (Author/DB)

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PLANNING FOR MORAL/CITIZENSHIP EDUCATION

RUSSELL A. HILL, Director
JOAN D. WALLACE, Editor

NOVEMBER 1976

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RESEARCH FOR BETTER SCHOOLS, INC.
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ABSTRACT

This document presents recommendations to the National Institute of Education (NIE) and to the public for a R, D, and D educational agenda for ethical behavior, or what we here have chosen to call ethical-citizenship education (ECE). They represent a continuation of the moral/citizenship education (MCE) planning effort conducted in Fiscal Year 76. Our consideration of ECE includes, in part or in whole, an analysis of educational efforts associated with the following descriptive labels: moral, values, ethical, prosocial, citizenship, responsibility, personal development, and personal growth. The preceding MCE planning effort identified these various and related educational efforts, surveyed the state of their development, and collected evaluations and judgments concerning their validity. The findings provide the basis for the recommendations proposed in this document.

The document includes: a definition of ECE, a statement of need outlining the societal imperative for ECE, a brief account of the MCE planning-effort activities, a report of the MCE findings, and -- the major focus -- recommendations for future ECE efforts. The recommendations present the reader with general objectives (short- and long-range targets), a list of tasks, a strategy, and a schedule.

The initial and primary objective of the recommendations is to develop and introduce ECE programs in public, nonpublic, and parochial schools in conjunction with their communities -- a local school-community focus. Public policy, theory-building, research, development, and dissemination are proposed as special task areas whose function is to assist, support, and feed into this school-community approach. Involvement of community interests and organizations is seen as a central factor in implementing ECE. Thus two conjoined organizing elements -- the local public, nonpublic, or parochial school and its community -- provide the framework for the first steps in ECE. A planning program to engage TV as a ECE instructional mode is included as a separate work effort. The ECE program is charted at three levels of effort, with the text describing the maximum level.

PURPOSE OF DOCUMENT

This document presents recommendations for ethical-citizenship education (ECE)* derived from the national moral/citizenship education (MCE)* agenda-building effort carried out by Research for Better Schools (RBS), under contract with the National Institute of Education (NIE). These recommendations are submitted to the Basic Skills Unit of NIE, pursuant to NIE Contract 400-76-0043 with RBS.

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* This document makes a distinction between the terms MCE and ECE. MCE refers to the planning program and activities conducted by RBS under its 1-year contract with NIE during Fiscal Year 76. ECE refers to the focus of the final recommendations of that program, since a shift in terminology was thought to be desirable by the many groups and interests involved in the planning effort.

DEFINITION OF ECE STIPULATED

The definition of ECE (ethical-citizenship education) is stipulated as: efforts to teach students the knowledge, skills, and dispositions which enable them to realize in action the ethical-citizenship principles consistent with American democratic traditions: impartial reason conjoined with caring for the interests of both self and others, and, by extension, liberty, justice, equality, and mercy. A central part of this definition -- "realize in action" -- carries with it the clear recognition that ECE relates to student action and behavior, not simply acquisition of knowledge or skills.

Although beliefs differ as to the source (revelation -- religion; reason -- humanism; intuition -- romanticism; or will -- existentialism), these principles derive from a historic and generally universal confluence of belief in the reasonableness of experience and the dignity of all persons. The great thinkers and prophets of all ages attest to this confluence. "Do for others what you want them to do for you" -- Christ (Matthew 7:12). "Treat your friends as you want them to treat you" -- Aristotle. "Do naught to others which, if done to thee, would cause thee pain" -- Hinduism (Mahabharata 5:15-17). "Do not to others what you do not want done to yourself" -- Buddah (Dharma). "What is the meaning of Torah? What is hateful to thyself, do not do unto thy neighbor" -- Hillel the Elder. "What you do not want done to yourself, do not unto others" -- Confucius (Analects 15:23). And finally, the "Categorical Imperative": "Act so as to treat humanity, both in thine own person and in that of every other, always as an end, and never merely as means" -- Kant (Grundelgung zur Metaphysic der Sitten). These statements -- from different lands, different traditions, and different epochs -- sound a universal call for the ethical-citizenship principles stipulated in the ECE definition.

Further, these principles are rooted in American social and political traditions and explicitly stated in our basic historical documents. The Mayflower Compact calls for colonists to stand and strive for the common good. The Declaration of Independence and the Bill of Rights assert the basic rights of a responsible ethical citizenry. National goal statements from diverse fields, as well as our system of law and government, cumulatively reinforce this heritage of ethical-citizenship principles (Bell, 1976). The value placed on reason and respect for all persons (including oneself) has always lain at the very heart of our social and political legacy to succeeding generations.

To be sure, these general principles do not provide us with immediate and clear assurances of ethical-citizenship behavior with respect to specific situations, e.g., abortion, the death penalty, or a particular circumstance. Such cases often represent conflicts of ethical-citizenship principles and rightfully become the focus of private deliberations, public and private debate, and adjudication in our courts. But these principles do rule out certain courses of action and sensitize us to features of a situation which are ethically relevant. "They [principles] function more as sign posts than as guidebooks" (Peters, 1974).

It is the purpose of ECE to persuasively present the case for the principles we have enumerated; to teach youth to reason how these principles might be realized in an ethical, socially responsible, and effective manner; and to dispose them to translate their resolutions into their personal and civic* actions.

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* ECE is distinguished from civic education by its emphasis upon personal actions, as against civic education's emphasis upon governmental structures and mechanics.

NEED FOR ECE

ECE in the schools is not a new issue. Indeed, it has an honorable tradition. For most of our history, it has been assumed that ethical guidance of, and the development of, responsible citizenship in children were integral functions of the schools, equal in value to the transmission of knowledge. The questioning of this function -- and its gradual erosion -- has come about as the result of a number of social forces, not the least of which has been the increasing cultural diversity in America, with its accompanying (and misleading) disagreement concerning whose ethics were to be fostered by the school system. Initially, ethical education was entwined with the religious influences in the schools. With the development of nonsectarian public schools and the increasing insistence upon the separation of church and state, schools have become ever more secularized (Purpel & Ryan, 1975), and in so doing have divested themselves of responsibility for ethical training. In sharp contrast to their predecessors, the majority of today's public schools deliberately try to avoid dealing with ethical-citizenship questions.

With the waning of the school's role in ECE, it has been widely assumed that family and religious ties were sufficient for the ethical-citizenship training of America's youth. Yet there is growing evidence that these ties have considerably weakened. American families are increasingly isolated and fragmented; indications are that they are less and less able to provide the stability required for adequate nurturing of ethical-citizenship principles. Divorce rates are increasing, with nearly one in every two marriages now predicted to terminate (James, 1975). Single-parent families, particularly those with children under the age of 6, are at an all-time high (Bronfenbrenner, 1975). Parents spend less time with

their children than they did in earlier generations, having been replaced to a large extent by the television set as companion to children and shaper of children's views (Lickona, 1976). Many families follow a neutral course in ethical-citizenship training or abandon it altogether, unsure of their own values or consciously attempting to remain neutral on questions of ethics and values. Says Amitai Etzioni, "many millions of parents are ill-equipped or uninterested in providing adequately for the ethical upbringing of their children" (Etzioni, 1976, p. 9). Thirty-two percent of the respondents of the 1976 Gallup Poll, Eighth Annual Survey of the Public's Attitudes Toward the Public Schools, cited "high moral standards" as the educational priority most neglected today by parents (Gallup, 1976). Individuals and groups from a wide range of backgrounds are viewing with real concern the declining influence of the family on the ethical-citizenship development of children.

The influence of organized religion in America is also undergoing change. It has been reported that fewer than half of adult Americans attend services regularly, consider themselves to be religious, or view religious leaders with high esteem (NASSP, 1974). These observations are exemplified by the 1976 membership report of the United Presbyterian Church, which reports a 17% membership loss in their churches since 1965. "For ten years our church has agonized over the continued loss of members which has occurred after twenty-five years of almost uninterrupted membership growth. The same decline was experienced by most other mainline Protestant denominations beginning in the mid 1960s" (The United Presbyterian Church, 1976). These trends may perhaps be misleading as to the continued vigor and influence of religious institutions in America. It is true that ECE has been, and continues to be, a central concern of organized religion. Nonetheless, there are indications that

today this traditional concern has impact on fewer and fewer youth.

Public figures have also been a traditional source of ethical-citizenship leadership; we have looked to them for inspiration and the provision of exemplary role models for young people. Yet, with ample reason, the mood is currently one of great mistrust, if not outright contempt, for those in public life. Far from giving ethical-citizenship guidance, those in leadership positions seem to be in the vanguard of a pleasure-oriented society which often appears to flout traditional standards of morality. Young people today can -- and do -- legitimately ask if self-interest is not a more fundamental way of American life than concern for the common good.

What does the decline in ECE mean for our society? We would suggest that it is reflected in part by the behavior of young people who show many signs of hostility and disaffection. There is "a continuing and rapidly increasing level of destruction and theft of school property" (Bayh, 1975, p. 6), stated Birch Bayh in a report submitted to a subcommittee of the Senate Judiciary Committee. While in 1971 school vandalism was estimated to cost $200 million annually, 2 years later the estimate was $500 million and was continuing to rise. Violence against teachers and students, which, according to Bayh, "is reaching crisis proportions" (p. 3), includes assault, rape, and extortion; it is perhaps most dramatically symbolized by the increasing numbers of weapons confiscated by school authorities. "Violence and vandalism have moved, just in one decade, from being an ancillary and occasional problem in the life of the secondary school principal to a position of oppressive and ever-present dominance" (Kiernan, 1975, pp. 1-2). In the face of such accelerating problems, how can schools remain neutral

or values-free? Of necessity, they must energetically engage in ECE.

Antisocial behavior is not restricted to the confines of the schools. Overall, juvenile delinquency is on the rise. The Senate Judiciary Committee reports that juvenile crime increased alarmingly between 1960 and 1973; for persons under 18, property crimes rose by 104.6% during that period, and violent crime by 246.5% ("Juvenile Delinquency," p. 2). Comments Joseph I. Grealy, President of the National Association of School Security Directors, "Take any school day of the year and you will find 13,000 kids of school age in correctional institutions and another 100,000 in jail or police lockups" (Grealy, 1975, pp. 1-2).

While many young persons are not considered a threat to others, they nevertheless inflict damage upon themselves. The use of alcohol, tobacco, marijuana, and hallucinogens among junior and senior high school students is increasing (Sorasiak, Thomas, & Balet, 1976). Statistics from Alcoholics Anonymous and alcohol-detoxification centers across the country report an alarming increase in problem drinkers between the ages of 12 and 17 (Cohen, 1975). School dropout figures rose by 11.7% between 1970 and 1973 (Bayh, 1975). Thousands of youth under 18 leave home every week -- either temporarily or permanently -- to escape from what they consider intolerable situations ("More Kids on the Road," 1975). Suicides among adolescents have increased more than for other age groups (Toolan, 1975). While the majority of young persons in America probably live in relatively stable conditions, there is ample documentation attesting to the increasing numbers of unhappy and rootless youth whose sense of caring for self and for others is fragile at best.

Let us immediately say that ECE is not a panacea, not the

answer to all of these social ills. Yet we must reasonably assume that someplace, somewhere, there should be organizations advocating the basic ethical-citizenship principles of our society. We must reasonably assume that at least one organization should be articulating and teaching the fundamental values which sustain our social fabric. Without this advocacy, this articulation, and this instruction, citizens will look in vain for a common source of signposts and guidelines for their personal actions. We need spokesmen to say: ECE is legitimate; ECE is important; ECE is a necessity to know about and to consider seriously; and ECE is a way to guide persons to embrace the ethical-citizenship principles of impartial reason and caring for the interests of all persons.

It is urgent that American society renew its commitment to the moral and ethical guidance of our young people. While no institution can single-handedly take on that responsibility, the public school is in a position to take the lead in this direction, for it has immediate, continuous access to children of all backgrounds for a large portion of their formative years. Schools need to rededicate themselves to the civic ethical leadership that has traditionally been an integral part of their very reason for being (Bell, 1976). While the earlier commitment tended to be doctrinaire because it rested on a sectarian religious base, the new commitment must be based on ethical principles that are common to people of all cultural backgrounds, of all religious persuasions. The purpose of ethical education is not to impose the ethical principles of any one group of people but to nurture and sustain the common principles of all.

The schools have ample resources for ECE. There is new theory and research emerging. The work of Kohlberg, Fenton, Peters, Wilson, Kirschenbaum, Rokeach, Staub, Hoffman, and

others suggests new ways of thinking about ECE and ethical-citizenship development. Teaching methods based on some of this research provide models for other teachers. The adaptation of theory, knowledge, and model programs into the public schools is possible through the utilization of the expertise of trained teachers and other professionals who are employed by the schools, the training of special staff, and the students themselves, whom numerous studies have shown to respond positively when allowed to participate in the planning and implementation of their own education. Young persons may well prove to be the greatest resource of all in the development of ECE. There is no institution in American life so uniquely equipped to harness their energies, talents, and potential for ethical-citizenship behavior as the school, both public and private.

The very nature of schools requires that they deal with issues of ethical-citizenship in one way or another. Students, teachers, and administrators are faced with such issues every day they are together, simply because they must interact. It is impossible for education to be value-free (Ravitch, 1973). The attitudes of the educational staff, particularly teachers, toward every aspect of the school environment reflect values and teach ethics in one way or another, consciously or unconsciously. It is therefore important to be aware of the impact of teacher behavior and beliefs on the school's "moral" climate. Further, schools are government agencies, and as such have always been inherently committed to the maintenance of a free and democratic society (Bell, 1976). That role can be fulfilled only by engaging in ECE. Schools must choose whether to pursue that end indirectly and formlessly or with sensitivity and planning.

There is abundant evidence that there is a move toward the latter choice. Many state departments of education have indi-

cated their support for ECE in the schools. In 1975, 42 state departments of education either had issued formal educational objectives or were preparing such documents. Thirty-six of the 42, or 86%, included at least one goal in the ethical-citizenship domain, and 16% of all goals enunciated by states relate directly to ECE (Sanders & Klafter, 1975).

Indeed, the call for schools to become actively involved in ECE is gaining national momentum. It was given voice by the 1970 White House Conference on Children, which emphasized the need for schools to assume an active role in the emotional as well as the intellectual growth of children. Among the Conference recommendations is the following: "All schools should place special emphasis on the process of ethical reasoning and value formation. Stress should be on practice in discussing and arriving at individual ethical choices, with emphasis on both individual and social responsibility" ("Report to the President," 1970, p. 68).

A number of surveys have indicated a broad spectrum of support for the schools to undertake ECE. In 1972 the National Assessment of Educational Progress surveyed scholars, educators, and lay persons to ascertain prevailing views on education. Seven major objectives were identified, four of which are directly related to the goals of ECE: show concern for the well-being and dignity of others, support just laws and the rights of all individuals, approach civic decisions rationally, and help and respect one's family ("Citizenship Objectives," 1972). In 1975 it was reported that of seven national organizations representing teachers, school administrators, parents, the legal profession, and religious groups, six (86%) identified at least one goal in the ethical-citizenship domain that they would like to see accepted by schools (Sanders & Klafter, 1975). That same year, education's professional fraternity,

Phi Delta Kappa, declared its membership to be almost unanimously in favor of an active program of "moral education" in the nation's schools (Ryan & Thompson, 1975). The 1976 Gallup Poll concludes that 67% of the American people feel the schools should share responsibility for the moral behavior of children (Gallup, 1976). When respondents were asked to name the quality they considered most important in the overall development of children, three factors which closely correspond to the aims of ECE education represented 57% of the choices: the ability to get along with others, the willingness to accept responsibility, and high moral standards (Gallup, 1976).

Two of the most influential educational associations in the country have asserted the need for ECE in the schools. As early as 1918, the National Congress of Parents and Teachers listed ethical character as one of Seven Cardinal Principles of Education. Resolutions passed at the Congress's national conventions over the past 10 years have continued to emphasize the school's obligation to share the responsibility for moral development of children. The National Education Association established a 1976 Bicentennial Committee to reevaluate these 1918 goals; their conclusion is that "the task of developing ethical character is, if anything, more important at present than it ever was in the past" ("The Seven Cardinal Principles," 1976).

The need for ECE is apparent. The call for it comes from diverse quarters. In response to this call, NIE contracted with RBS to explore the possibility of ECE as a function of the schools. Specifically, RBS was commissioned to plan a research, development, and dissemination (R, D, and D) agenda for ECE. This document describes the planning activity, the findings, and the recommendations of this effort.

DESCRIPTION OF THE MCE PLANNING EFFORT

Objectives

The initial objective of the MCE planning effort was to develop MCE planning recommendations for R, D, and D. Subsumed under this were secondary and facilitating objectives related to bringing together, and establishing communication and coordination among, a variety of interests and persons. The ultimate objective was to develop MCE programs which will have an impact on our schools and our society consistent with democratic values and principles. The contract period was from December 1, 1975, to November 30, 1976.

Activities

Interviews

Interviews and consultations, both oral and written, with experts in the field have been a continuing source of MCE input. This activity was particularly stressed during the first quarter of the planning effort (December 1975 to February 1976). Opinions and recommendations have been sought from representatives of NIE; MCE specialists from diverse backgrounds; generalist scholars; philosophers; historians; representatives of educational, religious, and civic groups; and funding agencies, both public and private. The judgments derived from these sources have been instrumental in guiding and shaping the planning effort and recommendations.

Collection and Analysis of Literature

During the early phases of the planning effort, a comprehensive literature search and analysis were carried out,

resulting in a broad knowledge-base. This knowledge-base both guided plans and activities and provided important contributions to informational papers and publications developed during the planning effort. (These publications, detailed below, are available through RBS.)

Communication

Running throughout all phases of the planning effort have been activities to open channels of communication among those working or interested in the broad MCE field. Contacts have been made and maintained among such individuals and groups; mailing lists have been compiled; background information, progress reports, and publications have been circulated; a national MCE Conference was convened, at which a dialogue across fields was established; journals were apprised of program activities; and mutual exchanges of information were promoted wherever possible. All these efforts were instrumental in developing the beginnings of a communication network in a much-fragmented area.

Formation of Advisory Group and Resource Panel

During the first two months of the planning effort (December 1975 to January 1976), two groups were established to provide the guidance and judgment of persons concerned with and expert in the field. The Advisory Group has assisted in shaping program policy and progress through offering consultant help and playing a major role in planning and participating in the Conference. Members of this group also had the responsibility of serving as liaisons with the organizations they represent, voicing their organizational viewpoints and, in turn, reporting back to their groups. The Advisory Group held its initial meeting at RBS in March 1976, when guidelines and planning

proposals were considered and refined. During the Conference, Advisory Group members led a special session critiquing the Conference recommendations dealing with substantive issues of MCE. Their second meeting was held immediately following the Conference, when, in conjunction with the Resource Panel (see below), members discussed progress to date and future plans. A third meeting took place in the fall of 1976 to recapitulate the program status and to assist in the development of final R, D, and D recommendations for submission to NIE. The membership of the Advisory Group is as follows: Monsignor Francis X. Barrett, Executive Secretary, Department of Chief Administrators of Catholic Education, National Catholic Educational Association; Ms. Vivian Bowser, Executive Committee, National Education Association; Gordon Cawelti, Executive Director, Association for Supervision and Curriculum Development; J. Blaine Fister, Director, Public Education Concerns, National Council of Churches of Christ in the U.S.A.; Ms. Carol Kimmel, President, National Congress of Parents and Teachers; Karl Massanari, Associate Director, American Association of Colleges for Teacher Education; William J. Russell, Executive Officer, American Educational Research Association; Ira Silverman, Director, Institute for Jewish Policy Planning and Research, Synagogue Council of America; Harold H. Viehman, Director, Ministry in Public Education; and Ms. Carolyn Warner, State Superintendent of Public Instruction, Arizona, Council of Chief State School Officers.

The Resource Panel members have acted as on-call consultants, critiquing the planning-effort development and monitoring and/or interpreting activities. They have, both formally and informally, offered assistance and clarification on a variety of substantive issues within their respective areas of expertise. Like the Advisory Group, the Resource Panel played a

key role at the Conference, critiquing implementation recommendations at a special session. They also joined with the Advisory Group for the meeting following the Conference. Resource Panel members also met in the fall of 1976 to assist in the development of final recommendations to be submitted to NIE. The membership of the Resource Panel is as follows: Harry S. Broudy, University of Illinois; Jerrold Coombs, University of British Columbia; Howard Kirschenbaum, National Humanistic Education Center; Lawrence Kohlberg, Harvard University; Louis Rubin, University of Illinois; Norman Sprinthall, University of Minnesota; Ervin Staub, University of Massachusetts; and Ralph Tyler, Science Research Associates.

Convocation of National MCE Conference

The National Conference on Moral/Citizenship Education was convened at the Sugar Loaf Conference Center, Philadelphia, Pa., June 4 - 6, 1976. The Conference was the focal activity of the MCE planning effort. It brought together 85 persons: both MCE experts and a multidisciplinary group representing a variety of viewpoints and interests. Both the Advisory Group and the Resource Panel played a major role in shaping and participating in the Conference.

The primary purpose of the Conference (in addition to facilitating an exchange of information across the MCE field) was to develop MCE recommendations from as wide a base as possible concerning R, D, and D, with the ultimate goal of submitting these recommendations to NIE and the public (the substance of this document).

The Conference format, process, and conceptualization were designed around this purpose. Thus a four-phase program was established. First, four background papers were presented by leading spokesmen for outstanding approaches to MCE:

cognitive decision, developmental, prosocial, and values. These papers provided a conceptual framework as well as the authors' recommendations, and stimulated and guided the later presentations of Conference recommendations.

Second, a process-product format was established. Participants selected work groups. The work groups were to direct their attention to the following topics: public policy, theory, research, or development and dissemination. The task of the work groups was to develop recommendations concerning substantive and implementation issues of MCE from within the purview of their work-group topic and to report these recommendations to the entire Conference periodically. The work groups were conducted as brain-storming sessions, with fluency, openness, and creativity the aim. Each reporting session was followed by a reactant panel and discussion from the floor.

Third, careful selection of participants assured that the final recommendations reflected the support of diverse viewpoints, interests, and expertise represented by the Conference constituency.

Last, individual questionnaires were filled out by participants, who listed their concerns, priorities, and judgments concerning MCE recommendations.

Taken together, these activities provided an open climate conducive to a fertile exchange of ideas and an enthusiasm and commitment to the task at hand -- the preparation of R, D, and D recommendations.

Publications

As a vehicle for both information and communication, planning-effort publications have taken, or are planned to take, several forms.

- A bibliography of approximately 1,800 documents

dealing with moral/values education, coded by type of document and content. The bibliography was completed during the spring of 1976 and disseminated in the fall to numerous requestors.

- A collection of selected readings which presents the most salient statements of acknowledged leaders in four major approaches to MCE: cognitive decision, developmental, prosocial, and values. This collection was completed in the spring of 1976 and was mailed to all Conference participants prior to the Conference.
- A Conference report, including major inputs, proceedings, recommendations, and so on. This was completed in November 1976.
- A MCE book, financed by RBS corporate funds, intended for MCE experts, educators, graduate students, and laypersons. The book will provide a conceptual framework for MCE efforts, summarize prominent positions, make recommendations for future efforts, and offer a direction for synthesis. The content will include major Conference papers, critiques, rebuttals, and editorial comment and analysis. Editorial work is nearing completion, and several publishing firms are presently negotiating with RBS for this publication.
- Survey and questionnaire findings concerning the need for and implementation of MCE. Two of these, The Importance and Desired Characteristics of Moral/Ethical Education in the Public Schools: A Systematic Analysis of Recent Documents, and Teacher and Parent Opinion Concerning

Moral/Ethical Education in the Public Schools: A Report of an Institute for Survey Research Study, completed as part of another RBS work unit, have been disseminated on request. Although not in the planning-effort contract, a third paper, reporting on and analyzing current state MCE goals, activities, and projected activities, is in preparation.

- An overview of the MCE planning effort has been completed. Efforts are being made to prepare additional papers dealing with special aspects of MCE, e.g., historical perspective, contemporary issues. These are planned to be completed by December 1976.
- An annotated bibliography of over 150 experimental studies reporting effects in the moral/values education domain. This document will be completed in November 1976.
- Occasional Papers. Although not in the planning-effort contract, an attempt has been made to facilitate communication among those interested in MCE. Significant papers have been prepared and/or disseminated. The first such paper is a speech entitled Morality and Citizenship Education: Whose Responsibility?, presented by Terrel H. Bell, Commissioner of Higher Education for the State of Utah, at the National Conference for Education and Citizenship. This conference, sponsored by the United States Office of Education and the Council of Chief State School Officers, was held in Kansas City, Mo., in September 1976. Dr. Bell's speech represents an important policy

proposal from a national educational leader. A second paper, prepared by Edwin Fenton, Carnegie-Mellon University, is entitled The Relationship of Citizenship Education to Values Education. It contains important recommendations from a national MCE leader. A third paper delineating the potentials and limitations of MCE was prepared by Harry S. Broudy, University of Illinois. RBS corporate funds finance this publication. These three papers will be disseminated by December 1976.

With the exception of the readings, all publications are available through RBS.

Preparation of R, D, and D Recommendations

The major portion of this document presents the ECE R, D, and D recommendations which culminated the year's planning effort. The recommendations were initially prepared in draft form and presented as a working paper to the Advisory Group and several members of the Resource Panel for their review and suggested revisions. The recommendations have since undergone major revision to accommodate the judgment of these guiding groups; thus they carry with them the approval of a broad organizational and personal constituency.

FINDINGS OF THE MCE PLANNING EFFORT

The findings of the MCE planning effort were derived, in most part, from consultation with a multidisciplinary range of individuals and groups and from the proceedings of the National Conference on Planning for Moral/Citizenship Education. In many cases, other sources -- the literature, surveys, public statements, and the like -- further substantiate the findings. All findings can be directly related to the recommendations presented in the "Recommendations for a Program of ECE R, D, and D" section of this document. For example, in response to the finding that "public understanding and support are crucial to a successful ECE effort," recommendations call for the involvement of several publics at several levels: establishment of local school-community advisory groups; participation of community forces and agencies; convocation of a representative national conference; development of specific mechanisms for engaging and harnessing local, regional, and national talents and expertise; formulation of strategies for a two-way exchange of information between ECE efforts and public perceptions; and the like. In this manner, each finding is related to one or more recommendations in subsequent sections, and together they become the principal focus of the recommendations.

With this introduction, the findings of the MCE planning effort are listed below.

Public Policy

- There is a strong and growing mandate for schools to engage in MCE.
- There is an imperative need for a definition of ethical/moral behavior.
- There is a need for a definition of ECE goals.
- With respect to the MCE label, the term

"citizenship" seems generally acceptable on conceptual and political grounds, while the term "moral" seems to raise resistance and problems, particularly political problems.

- Public understanding and support are crucial to a successful ECE effort.
- The role of the federal government in ECE should be that of facilitator and supporter. It should not lead, lest the ECE effort be viewed as "Big Brotherism" or federal dictation of personal and social behavior.
- A ECE-type program must not become a vehicle for indoctrination and propagation of social, political, or religious beliefs.
- There is a history of ECE-like efforts. These historical efforts should be studied and analyzed in order to avoid past mistakes and build on past successes.

Theory-Building

- ECE theory-building should begin by considering several questions from a wide diversity of perspectives, e.g., What is ethical-citizenship behavior? How can it be promoted?
- ECE theory-building should focus upon ECE goals and objectives, as against generating general knowledge.
- The various ECE theoretical positions should be analyzed, compared, and, where possible, synthesized.
- ECE theory-building should be related to and grow out of both research data and real-world field experience.

Research

- A state-of-the-art review of research findings bearing on ECE-related variables is needed at an early point.
- ECE research must be guided by the formulation of commonly accepted statements of ECE objectives.
- ECE research efforts should be tied directly to practice in the real world.
- ECE research efforts should examine the broader (nonschool) environment of the learner.
- There is a need for a longitudinal study of the development of ECE behavior.
- The identification of variables that bear upon ethical-citizenship behavior should be a major emphasis, along with the development of instruments to measure these variables.
- A research program to study the effect of ECE teaching treatments is needed.

Development

- ECE development efforts should include a wide diversity of theoretical approaches and not be committed to any one perspective.
- ECE development efforts should provide for interaction with the community during the developmental activities.
- ECE should employ a "local" approach to development.
- There is a need for ECE instructional materials.

- ECE program content should include feeling, thinking, deciding, and doing.
- The ECE focus should be broader than just the school curriculum, e.g., parenting.
- ECE should be integrated into the regular curriculum as much as possible.
- ECE must seek to impact and, if possible, utilize the "hidden curriculum."
- ECE must give high priority to teacher-training, both preservice and in-service. (This document refers in several places to a needed focus on the importance of "teachers" and "teacher-training." We mean these terms to embrace the wider group of school personnel or the educational staff -- administrators, teachers, support staff, etc. Obviously, all school staff members will impact on ECE programs, whether deliberately or not.)
- Youth should be directly involved in program development and utilization. They should be engaged in the ECE effort from the inception as partners and active participants. ECE should work "with" youth, not "at" them.

Dissemination

- There is a need for a ECE coordinating agency to perform tasks on a national level, making use of existing dissemination channels.
- There is a need for collection and dissemination of descriptive/evaluative information about ECE materials.

- There is a need for a clear state-of-the-art overview.
- There is a need for a close relationship between field experience and other ECE elements.
- Teachers and educational staff, as well as higher education personnel, should be a focus of ECE dissemination.
- There is a need for a ECE newsletter and ECE materials, including audiovisual aids.
- ECE dissemination should be deferred until development activities are further advanced.

RECOMMENDATIONS FOR A PROGRAM OF ECE R, D, AND D

This section presents recommendations for a R, D, and D program in the ECE domain. They are the culmination of a year-long planning effort and are based upon the findings presented in the preceding section. They propose to organize R, D, and D activities around the concept of a school-community effort for developing, utilizing, and disseminating ECE programs in public, nonpublic, and parochial schools.

As stated, the recommendations draw strongly upon the advice and deliberations of the Advisory Group of the planning effort, the recommendations of the National MCE Conference, commissioned papers, analyses of the literature, and individual consultation with a wide variety of experts. The recommendations begin with the traditional definition of a target, specify objectives, suggest guidelines for a ECE curriculum, and project activities over the next several years in several areas -- public policy, theory-building, research, development, and dissemination.

It should be restated (and the point is obvious) that the strategy embraced in the following recommendations cannot redress all of the social ills outlined in the "Need for ECE" section of this document. We make no such claims, no such promises. Our position is simply that the recommendations constitute one approach for addressing some of the most pressing problems, and merit consideration on that basis.

Recommended ECE Target

The primary ECE target is American youth. Surrounding this primary target is a constellation of corollary targets -- parents, teachers, community leaders, even the media -- all of which have a powerful influence on youth. In order to delimit and direct efforts, a focus upon the youth of the local school-

community is recommended. By the "school-community," we mean the individual public, nonpublic, or parochial school and the immediate geographical and social environment which circumscribes the community life of the youth -- persons, activities, and institutions.

The reasons for this focus on school and community are several. The local school is viewed as a logical focal point for ECE within the school-community. It has been given the mandate to educate all youth for citizenship (Purpel & Ryan, 1975). It has resources, access to children, and expertise -- all important elements in developing ECE. It has wide support and is the one institution that can legitimately play a leadership role in the development of educational programs for youth (Bell, 1976).

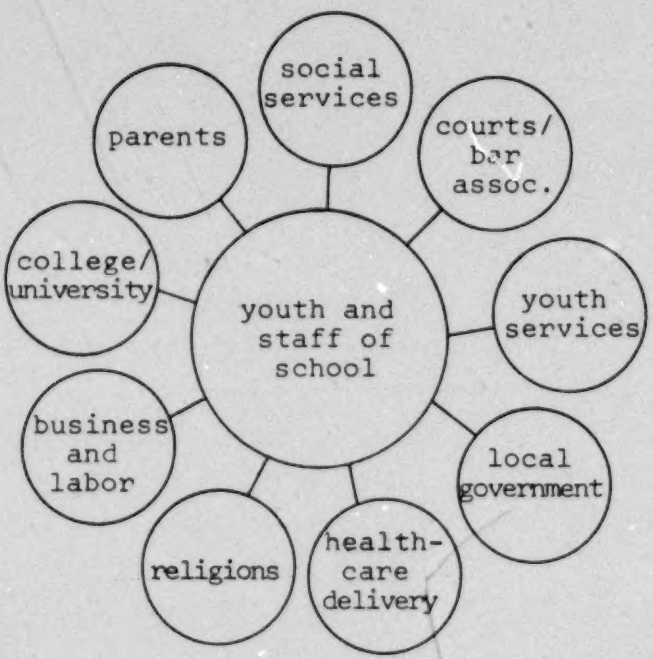
However, the school alone is only one of the major influences in the life of youth (Gustafson, 1970). Youth are influenced by many persons, institutions, and forces other than schools. If ECE programs are to be effective in obtaining behavioral change, then other influencing factors in the community must be engaged (Kohlberg, 1975a). If they are not, these other influences may even work in opposition to ECE objectives. The local school and community groups should work jointly to draw together the community forces and involve them in ECE (Rokeach, 1973).

A particularly important characteristic of the school-community approach is its flexibility. Local ECE programs can be -- and must be -- responsive to local conditions and perceptions. They also must recognize the authenticity of ethnic differences and the existence of pluralistic publics within and among communities. A local school-community focus can assure that these basic considerations are met.

Establishment of School-Community Advisory Groups. As one of the first steps in developing school-community ECE programs, interested schools should establish and convene a community advisory group composed of youth representatives and representatives of the principal groups and institutions in the local school-community: parents, business, labor, law (the courts), health care, religions, social services, local government, and youth services. Representatives of local colleges or universities might also be included where feasible. The ECE school-community constituency would thus represent the total community. Figure 1 represents a scheme of such a school-community.

Figure 1

The Local School-Community



Role of School-Community Advisory Groups. The school-community advisory group members should be directly engaged in the development of the ECE program. Given school-board approval, they should decide whether to engage in ECE. They should be responsible for studying the ethical problems existing in the school and in the community related to youth. They should formulate objectives and monitor ECE program efforts. They should establish a two-way flow of information between local community groups and ECE experts. For example, an exchange of views and knowledge between local religious leaders and ECE experts would be mutually beneficial; ECE experts would become better informed of the historical experience of religious schools in moral training, while religious educators would learn of ECE theories and implementation approaches in nonsectarian schools (although too much theoretical knowledge should not be thrust on school staff at the local level).

But more than this, advisory group members should be invited and requested to become active participants and to represent their constituencies in ECE activities. For example, ECE programs, particularly at the elementary school level, will certainly need to involve parents. Training programs might be set up to help parents learn how to encourage, teach, and reinforce ECE. Likewise, religious groups might help create opportunities for adolescents to help others, e.g., the elderly, in the community. Business representatives might organize community seminars concerning the consequences of vandalism and antisocial behavior. Staff of a local college or university can be extremely useful to ECE school-community efforts. They can act as liaisons and engage the intellectual and training resources of their institutions to support ECE staff and community representatives. The local university or college can also provide consultation and training activities, such as ECE

special courses and workshops. Finally, the advisory groups can provide support to schools when controversial problems arise (such as trying to develop respect and concern for the common good before, during, and after desegregation).

In summary, the concept of a school-community effort offers many values to ECE programs: new and varied resources, reinforcement, additional avenues to reach youth, and support in time of controversy.

Recommended ECE Objectives

The primary ECE objective is the development, utilization, and dissemination of effective ECE school-community programs. Subsumed under this major objective are the following ECE sub-objectives: (a) to develop ECE public policy which reflects the wishes and interests of the public and to generate public support for ECE; (b) to build theory that contributes to the development of more effective ECE programs; (c) to create research data which contribute to more effective ECE programs; (d) to develop one or more model instructional programs effective in teaching ethical-citizenship behavior; and (e) to carry out utilization and dissemination efforts to encourage and support the introduction of ECE school-community programs and elements of ECE programs. More specific statements of impact are offered later during the discussion of the level-of-effort options.

Recommended Guidelines for ECE Instructional Curriculum

In order to have a common understanding of ECE dimensions, it seems useful to propose guidelines for school-community ECE instructional programs.

During the ECE planning effort, specific recommendations

were made concerning the content and context of programs, teaching techniques and strategies, and instructional modes. These earlier recommendations are woven into the present ones, which are suggested directions, not specifications. Other designs are possible and may well be desirable. ECE decisions should be the responsibility and prerogative of school-community leaders responsible for the on-site development of the ECE instructional programs. Thus these recommendations for program guidelines and directions are not an exhaustive treatise on ECE; rather, they are an attempt to substantiate examples of what might be done.

It should be recognized that further development of the ECE field is both needed and anticipated. Our experience and knowledge-base are substantial, but the state of the art will unquestionably advance in the immediate future. The recommendations in this section draw on what we know now and allow for flexibility in incorporating the inevitable forthcoming supplements and refinements.

Recommended ECE Content

The first question one must ask when describing an instructional curriculum is: What will be taught? What is the content of ECE? What will enable and dispose learners to act ethically? The state of the art is such that there is no one answer; however, based on previous recommendations and the considerable knowledge-base, we can suggest content in the traditional categories of knowledge, skills, and dispositions.

Knowledge refers to the facts, concepts, perceptions, and awarenesses that theorists and researchers believe either characterize the ethical citizen or are requisite for ethical-citizenship action (Peters, 1974). These include: a concept of persons, a sense of self, concepts of equity and equality,

concepts of values, knowledge of reasons for being ethical, knowledge about decision-making, the concept of liberty, and the concepts of fairness and justice. These are examples of what competent ethical citizens should know and, therefore, what they should be taught. We believe this knowledge can be identified, specified, and arranged in curricular guides for use in schools (Wilson, 1969).

Skills refer to the level of ability in performing particular operations. Ethical-citizenship skills can be organized principally around making judgments and decisions (Broudy, in press). Examples of such skills include: role-taking, communicating, clarifying values and interests, formulating actions to realize values and interests, projecting consequences of actions, evaluating the consequences of actions, and making action plans (Kirschenbaum, in press). Again, these operations can be identified and taught. The ethical citizen should be able to perform these operations at reasonable levels of competency or skill.

Dispositions or attitudes refer to the tendency to act in a specified way in some future situation. Without these dispositions, the ethical-citizenship knowledge and skills would be unused -- or perhaps used for unethical ends. That is, persons not only must know how to use skills, e.g., critical-thinking skills; they also must be disposed to use them and to carry them through to action. Ethical dispositions include: awareness of questions of ethical citizenship -- questions of injustice, inequality, and abridgement of liberty; mercy; valuing of self and others; and empathy or caring. A crucial disposition is that of making judgments at higher states of awareness and reasoning related to ethical citizenship, as defined by Kohlberg and Piaget, and acting on these judgments (Kohlberg, 1963). Thus disposition implies will -- the "will

to do," as distinct from knowing, or thinking, or being able. Ethical citizens should exhibit their dispositions and act in accordance with them. There is evidence that these dispositions can be identified, modeled, induced, and strengthened.

It is recommended that one of the major initial activities of the ECE effort should be to identify, catalogue, and if possible, synthesize these knowledges, skills, and dispositions. Alternative curricular guides suggesting how ECE content can be employed should be prepared for school-communities building ECE programs. It is assumed that different school-communities will emphasize different content, depending on such factors as need, values, local problems, theoretical bent, age of learners, educational philosophy, and expertise available (Goodlad, 1976; Tyler, 1976). But there does appear to be a substantial ECE content which many can agree is the desirable minimum (Broudy, 1976). This content can be identified and taught.

Recommended ECE Teaching Techniques and Strategies

A number of teaching techniques are appropriate for ECE content, including the traditional didactic techniques of readings, lectures, and discussions. But theory and research suggest other special teaching techniques. Modeling seems to have a powerful effect in learning dispositions. Apparently, an observed model who acts in a certain way has a powerful influence on others. The influence of models can be magnified by other factors (Bandura & McDonald, 1963). For instance, older adolescents are powerful models for younger children; models who explain why they are acting in a certain way are especially influential (Hill, 1976). Role-taking as a teaching technique (as distinct from role-taking as a skill) is extremely valuable. It appears that role-taking develops empathy; can contribute to judgments based on ethical citizenship by

helping learners gather information about the perceptions, interests, and values of others; and helps learners to better project the consequences of their actions (Chandler, 1973; Hill, 1976). Confronting learners with or engaging them in decisions of values -- particularly questions of fairness or justice -- is another teaching technique that is widely used in different variations (Kohlberg, 1975b). Sometimes children are presented with an ethical dilemma and asked to resolve it. Sometimes they are involved in questions of role-taking or in questions concerning interpersonal disputes in the classroom (Kohlberg & Selman, 1972). Finally, learners might be called upon to participate in the schoolwide responsibility of administering and enforcing school rules in a town-meeting situation (Kohlberg, 1975a). Other techniques that researchers recommend include participating in authentic social roles, participating in helping roles (Hill, 1976; Staub, 1971), learning helping skills (Staub, in press), clarifying values (Raths, Harmin, & Simon, 1967), ranking values (Rokeach, 1976), and acting on values.

We recommend that the ECE effort catalogue these techniques for personnel who will have responsibility for carrying out ECE programs in the local school-community. Moreover, the ECE content and teaching techniques should be combined into suggested teaching "exercises" appropriate for specific age groups and teaching situations. An example might be to prepare for ECE personnel a series of role-taking exercises for upper elementary school children, as well as suggestions and directions for teacher use. In addition, ECE school-community staff should be encouraged to invent and develop their own exercises.

Recommended ECE Instructional Modes

The ECE programs should be defined by a third dimension:

instructional mode. Instructional mode refers to the context in which the teaching techniques are used and the content delivered. When we speak of schools, we commonly assume that the principal instructional mode is the curriculum in the classroom. However, theorists insist that ECE efforts must be conceived in much broader terms and that there are many possible modes of instruction. They also caution that inappropriate "hidden" messages conveyed through instructional modes can negate the instructional intent (Ravitch, 1973). ECE school-community programs should be aware of this danger and assure that the effectiveness of instructional modes is not vitiated by counteractive "hidden" messages, either from the community or the school. All effective modes should be used in a conscious and systematic way to ensure maximum impact. The instructional modes include:

- Classroom curricula. This refers to the traditional context of the classroom -- the subject matter.
- Patterns of interactions between adults and learners (part of the "invisible curriculum"). This refers to the notion that learners respond to and learn from the way in which they are treated. Thus the teacher or administrator who treats learners with dignity and considers the consequences of his or her actions for others teaches ethical citizenship through modeling.
- Institutional climate (part of the "invisible curriculum"). This refers to the social mores of the school or institution in which the students are

learning. It includes a consideration of the way in which power is used. For instance, is there an appeal to student pride? Is the school a rule-punishment-oriented top-down school administration? Or are the learners involved in the processes of developing and even enforcing rules? Is the climate one of competition, "putting down," and hostility, or is the climate one of cooperation and helping? There are techniques for influencing institutional climate (Hawley, 1973), and there is substantial documentation that the institutional climate is a powerful teacher.

- Opportunity for authentic social roles, particularly helping roles (Hill, 1976; Staub, in press). This refers to the opportunity for learners to participate in playing socially worthwhile roles. The teaching effect is even greater when the role calls for the learners to engage in helping behavior. If we want to teach dispositions of empathy and altruism, we must offer learners the opportunity to engage in being responsible and helping others. The principle is as old as the first teacher who invited the class pest to help her by cleaning the chalk erasers. The school-community context offers almost limitless opportunities for children to perform authentic helping roles. Not only can the school provide opportunities -- e.g., older children helping younger children --

but many roles could be created within the larger school-community -- e.g., helpers in child care, health-delivery systems, and local religious groups.

- Parenting. This refers to the powerful role parents can play in ECE, inside and outside the home. ECE school-community programs could sponsor parent-teaching seminars that would offer parents information about the role they can play in the ECE effort and provide them with knowledge and teaching techniques to use in the family setting. There are many additional options. For instance, ECE programs could sponsor family activities -- camp outings, museum trips, etc. -- that would attract single-family parents as well as the traditional nuclear family. The objective would be to mobilize the family for ECE.
- Other community agencies and institutions. This refers to ECE school-community efforts intended to involve other community agencies in teaching as well as in providing authentic helping roles for learners. Here is an opportunity to allow youth agencies, religious groups, and other agencies to become active partners in ECE. Their access to youth, their resources, their energy and dedication, and their expertise would make welcome additions to the effort. They can make important contributions by becoming enthusiastic and welcome participants. As stated earlier, ECE school-

community advisory groups should include representatives of such agencies/institutions, invite their creative suggestions, and seek to build cooperation and coordination among them.

- The media -- TV. The media, particularly TV, is an important educational influence in the lives of youth. Young children average about 5 hours a day in front of "the tube." Social commentators have called TV second only to the family in its socializing power, and research has demonstrated its strong influence on prosocial and antisocial behavior (Lickona, 1976). Unfortunately, local ECE efforts can have little influence on national TV programming policy. Yet the local school-community effort will be strongly influenced by TV programming. Because of this unique situation -- an influence which has a powerful local impact but which is amenable only to national-level efforts -- the MCE Advisory Group has urged that the instructional potential of TV be directly addressed. Therefore the recommendations include a special work effort to develop a strategy for utilizing TV to deliver ECE.

Thinking About ECE Instructional Programs

It is useful to think of the ECE instructional program as a cube having three dimensions. On the first dimension we have the elements of ECE content -- the knowledge, skills, and dispositions to be taught. On the second dimension we have the

elements of ECE teaching techniques, such as role-taking and deciding issues of ethical principle. On the third dimension we have the elements of instructional mode. These dimensions can form a cube wherein each element of each dimension intersects inside the cube to form a space. Each space suggests: (a) What should be taught? (b) How? and (c) In what mode? For instance, (a) ethical-citizenship decision-making (b) can be taught by authentic participation (c) in the family. Or (a) consideration of the consequences of one's actions (b) can be taught by role-taking (c) in the classroom. Thus the ECE "instructional cube" provides a hueristic model for conceptualizing ECE educational programs and how they might be implemented.

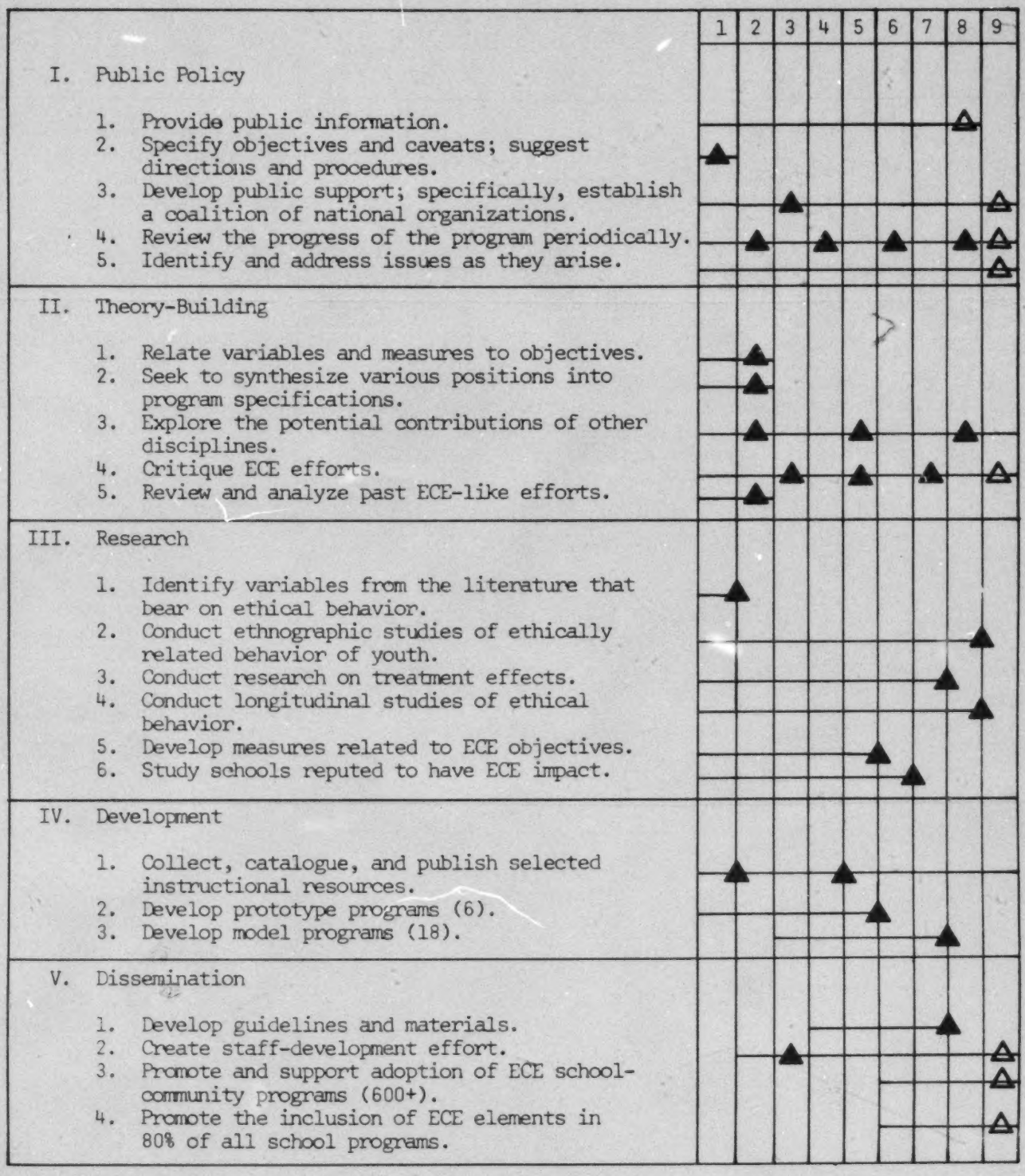
There are, of course, several proposals for ways of organizing ECE instructional programs. They include the suggestions of Kohlberg; Fenton; McPhail, Ungoed-Thomas, and Chapman; Wilson; Kirschenbaum; and Hill. None of these programs is fully developed in a form that could guide an entire ECE effort. One of the exciting tasks of ECE would be to design full-blown ECE school-community instructional programs.

Recommended ECE R, D, and D Activities

In order to create effective ECE school-community programs and to win their wide utilization, as specified in the objectives, a maximum 9-year R, D, and D effort is recommended (Figure 2). Two lower levels of activity, with scaled curtailment, are shown in Figures 3 and 4. The maximum 9-year effort can be perceived as having five distinct concurrent activities: public-policy development, theory-building, research, instructional-program development, and dissemination. Each activity has specific tasks that should be carried out to arrive at the final objective of widespread utilization of ECE school-community

Figure 2

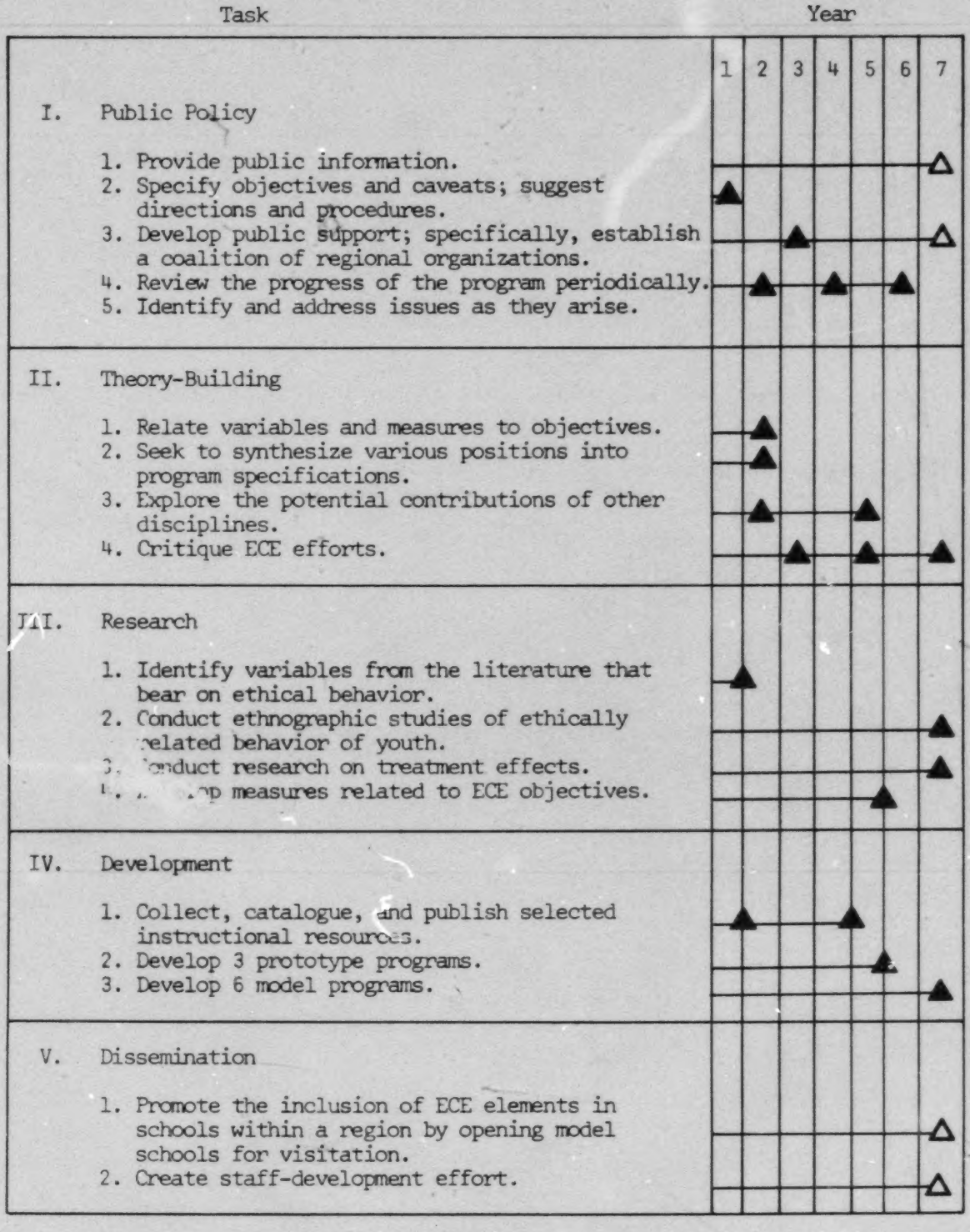
National-Dissemination Level of Effort for ECE


Task
Year
1 2 3 4 5 6 7 8 9
I. Public Policy
1. Provide public information.
2. Specify objectives and caveats; suggest directions and procedures.
3. Develop public support; specifically, establish a coalition of national organizations.
4. Review the progress of the program periodically.
5. Identify and address issues as they arise.
II. Theory-Building
1. Relate variables and measures to objectives.
2. Seek to synthesize various positions into program specifications.
3. Explore the potential contributions of other disciplines.
4. Critique ECE efforts.
5. Review and analyze past ECE-like efforts.
III. Research
1. Identify variables from the literature that bear on ethical behavior.
2. Conduct ethnographic studies of ethically related behavior of youth.
3. Conduct research on treatment effects.
4. Conduct longitudinal studies of ethical behavior.
5. Develop measures related to ECE objectives.
6. Study schools reputed to have ECE impact.
IV. Development
1. Collect, catalogue, and publish selected instructional resources.
2. Develop prototype programs (6).
3. Develop model programs (18).
V. Dissemination
1. Develop guidelines and materials.
2. Create staff-development effort.
3. Promote and support adoption of ECE school-community programs (600+).
4. Promote the inclusion of ECE elements in 80% of all school programs.

Legend: ▲ = Significant Event △ = Conclusion of Effort

Figure 3

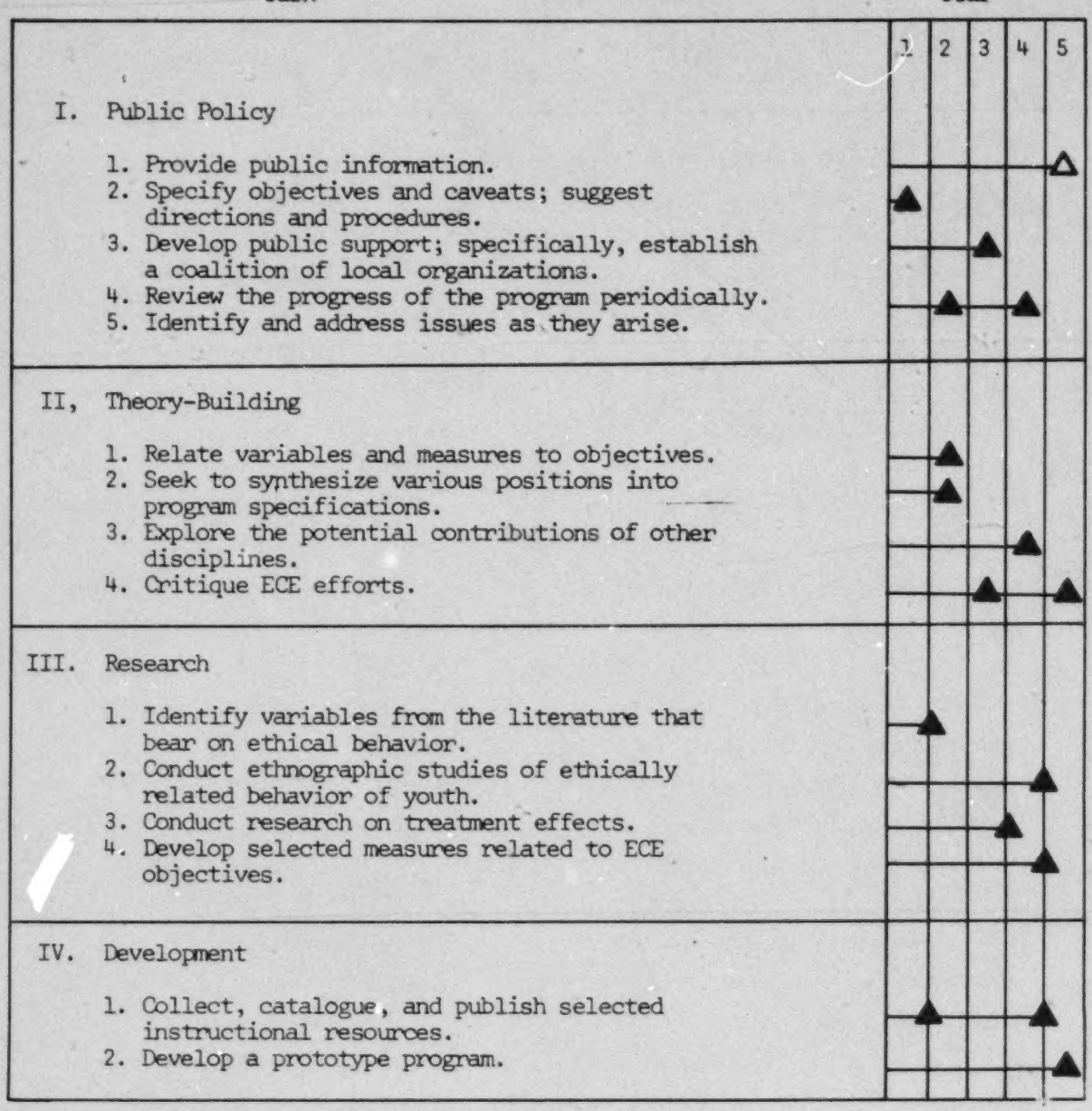
Regional-Modeling Level of Effort for ECE


Task
Year
1 2 3 4 5 6 7
I. Public Policy
1. Provide public information.
2. Specify objectives and caveats; suggest directions and procedures.
3. Develop public support; specifically, establish a coalition of regional organizations.
4. Review the progress of the program periodically.
5. Identify and address issues as they arise.
II. Theory-Building
1. Relate variables and measures to objectives.
2. Seek to synthesize various positions into program specifications.
3. Explore the potential contributions of other disciplines.
4. Critique ECE efforts.
III. Research
1. Identify variables from the literature that bear on ethical behavior.
2. Conduct ethnographic studies of ethically related behavior of youth.
3. Conduct research on treatment effects.
4. Develop measures related to ECE objectives.
IV. Development
1. Collect, catalogue, and publish selected instructional resources.
2. Develop 3 prototype programs.
3. Develop 6 model programs.
V. Dissemination
1. Promote the inclusion of ECE elements in schools within a region by opening model schools for visitation.
2. Create staff-development effort.

Legend: ▲ = Significant Event △ = Conclusion of Effort

Figure 4

Local-Prototype Level of Effort for ECE


Task
Year
1
2
3
4
5
I. Public Policy
1. Provide public information.
2. Specify objectives and caveats; suggest directions and procedures.
3. Develop public support; specifically, establish a coalition of local organizations.
4. Review the progress of the program periodically.
5. Identify and address issues as they arise.
II, Theory-Building
1. Relate variables and measures to objectives.
2. Seek to synthesize various positions into program specifications.
3. Explore the potential contributions of other disciplines.
4. Critique ECE efforts.
III. Research
1. Identify variables from the literature that bear on ethical behavior.
2. Conduct ethnographic studies of ethically related behavior of youth.
3. Conduct research on treatment effects.
4. Develop selected measures related to ECE objectives.
IV. Development
1. Collect, catalogue, and publish selected instructional resources.
2. Develop a prototype program.

Legend: ▲= Significant Event △= Conclusion of Effort

programs. In other words, all activities should move forward parallel, interact with each other, and focus directly on the objective of creating real-time, real-place, on-site ECE school-community programs.

This parallel, interactive approach contrasts with at least one other possible approach to a program of R, D, and D -- one which might be characterized as a sequential, or linear, approach. Such a linear, sequential approach would call for the major task areas to be addressed singly one at a time, i.e., settle public-policy issues, then build theory, then conduct needed research, then develop programs, and then disseminate programs. This linear model assumes that one task area can be, and indeed must be, completed before moving on to the next. The parallel model we have followed in this document is more field-focused. That is, the defining and disciplinary factor is the requirement that all activity center around and be justified by its contribution to an instructional field effort. We believe that this model is more appropriate to an applied effort like education. It concurrently engages researchers, developers, and users in a common effort and thereby requires communication across a range of experts. It allows for a productive two-way interaction between field experience, on the one hand, and theory and research, on the other. It assumes that since theory and research questions will be generated out of field efforts, they therefore cannot be prior activities in whole but must be responsive in part to the empirical, utilitarian demands of the educational effort.

The central thrust of the ECE R, D, and D effort should begin with a national conference of a cross section of American citizens and representatives of the Council of Chief State School Officers and/or the Education Commission of the States. The purpose would be to define ECE objectives and

establish guidelines for achieving them. These objectives would become the basis for the development of prototype school-community ECE programs. The best elements of these prototype programs would be drawn together and used to develop model school-community ECE programs. Based upon the model-building experience, resources -- in the form of materials, guidelines, and technical assistance programs -- would be developed to initiate and support wide utilization of the ECE model programs in public, nonpublic, and parochial schools. The final phase of the ECE thrust would call for the establishment and utilization of ECE school-community programs nationwide and wide implementation of ECE program elements. Local options and adaptations of ECE programs are assumed in all dissemination efforts. Research activities would be initiated at the beginning of the program of development and would continue parallel to the development of the prototype models and final dissemination phases. The research efforts would anticipate and consider problems emerging from the development efforts and feed information back to the effort as research studies are completed. Development of a ECE-TV effort is treated as essentially a separate activity. These ECE development activities are detailed, at the maximum level, in the following pages.

Level of Effort

As stated, the ECE objectives could be pursued at several levels of effort. These levels of activity are portrayed in Figures 2, 3, and 4. In order to provide the reader with the range of possibilities, the suggested activities which follow are presented at a maximum level of effort. Program curtailment would occur if more modest objectives are chosen, or resources are limited.

The maximum level of effort detailed here is that of

national dissemination (Figure 2). The specific objective is to encourage and support: (a) the introduction of ECE programs in 600+ school-communities, and (b) the evaluation of one or more self-reported additions or changes in instructional programs, directed at realizing ECE program objectives in 80% of a national sample of public, nonpublic, and parochial schools. The national level of effort would be further distinguished by a greater number of schools involved at different stages of the ECE efforts, by a more extensive research program, and by dissemination activities. The national dissemination effort is projected to extend for a period of 9 years.

The intermediate level of effort is that of regional modeling (Figure 3). The specific objective is to encourage and support the effectuation of one or more self-reported additions or changes in instructional programs, designed to realize ECE objectives in 20% of a regional (tri-state) sample of schools. The regional effort would focus upon the development of three prototype and six regional models of ECE school-community programs. Regional school staff and representative community groups would be made aware of the ECE programs and invited to visit the model programs. Dissemination efforts would be limited to opening model-program schools to visitors. The regional effort is projected to extend for a period of 7 years.

The minimal level of effort is that of local-prototype development (Figure 4). The objective would be to develop and introduce a local-prototype ECE program at one school-community site and to develop recommendations for future efforts. Research and theory-building efforts would be curtailed. There would be no model-building or dissemination activities. The local level of effort is projected to extend for a period of 5 years.

To reiterate, the following sections describe ECE activities at the maximum level of effort. By referring to Figures 2, 3, and 4, readers will be able to identify cut-off points and curtailment of activities at the lesser effort levels.

Public Policy

The objective of the public-policy activity would be to develop ECE policy which reflects the wishes and interests of the public as represented by diverse sectors of society and to generate public support for ECE programs. If the ECE effort is to be successful, it must be in touch with the wants and wishes of the American public; otherwise, its programs will be rejected or stillborn. It must also clarify and make a distinction between concerns of the public and desires of the public. In addition, a program in ethical citizenship which ignored the public will and did not take into account the interests of others would be in itself a contradiction of ethical principles. Therefore it is incumbent upon those who develop ECE programs to be sensitive to the concerns and interests of the potential users of the program. Every effort should be made to establish a two-way channel of communication: Not only should ECE staff members receive intelligences from the public; they should also be prepared to inform the public about the program and about its potential benefits and values.

Finally, in all activities drawing on the knowledge of ECE experts, the experts should act in partnership with the public; their role is to work with and be involved with the public and public concerns, not to offer remote pronouncements.

There are five distinct task areas that can be identified in the area of public policy.

1. Provide public information. Public-information efforts would provide the general public with information about the ECE effort in the form of pamphlets, communications, and publications in general, in appropriate journals and media. The objective would be to build public awareness, understanding, and support. This effort would continue throughout the ECE effort.

2. Hold a conference of a representative sample of American citizens and representatives of the Council of Chief State School Officers and/or the Education Commission of the States. Their task would be to specify objectives, establish guidelines, and suggest directions and procedures for the development of ECE programs. For example, the conference might emphasize the importance of reasoning based on ethical citizenship as an objective and, in the same vein, lay down guidelines that would prohibit indoctrination and inculcation of specific value applications, e.g., the promulgation of pro- or anti-abortion positions. However, the conference participants must also realize that open discussions of ethical-citizenship questions could easily be misunderstood by persons in particular local communities, and so they would recommend procedures for introducing ECE into new communities that would take into account and adapt to local views and perceptions. This conference should be held in the first year of ECE effort. It would become the basis for the development of the prototype programs, under the auspices of the Council of Chief State School Officers and/or the Education Commission of the States, and for the development of measures. Theory-building activities would also derive from the statement of objectives formulated by the conference. Through participation in the conference, the Council of Chief State School Officers and/or the Education Commission of the States would be actively involved in the initiation, planning, and implementation of the ECE effort.

3. Establish a national coalition of interested organizations which would support and advocate ECE programs. Such a coalition might include, in addition to representatives of the usual educational organizations, representatives of religious institutions and many others which have a strong interest in

public education: parent groups, such as the PTA and the National Committee for Citizens in Education; business groups, such as the Junior Chamber of Commerce; and health-service groups; -- to name a few. As we see it now, this coalition should be established in the second or third year of the ECE effort.

4. Provide an opportunity for the public to review the progress of the ECE programs from time to time. A review vehicle might be the convening of a conference or a symposium at which a representative sample of citizens would receive information and reports about program activities and be asked to review and comment on efforts to date. These review conferences should occur at least every other year during the course of the program.

5. Identify and address issues and problems that arise during the course of the program. The public-policy group, those charged with the responsibility of public-policy development, should continually be on the alert for questions which develop during the course of the ECE effort. Such questions might focus upon: (a) process, e.g., the cost of ECE, non-coercive methods of introducing ECE programs, and the need for more support; or (b) substance of the program, e.g., whether ECE evaluation measures and procedures are consistent with the goals of the program. They should take the initiative in surveying public opinion and reaction to new ECE developments. In this way, the public-policy group can give guidance to the total overall ECE effort, keeping it aligned to and focused upon the needs and interests of the public at large.

Theory-Building

The objective of theory-building activity would be to build theory that contributes to the development of more

effective ECE programs. It is assumed that there is an interaction between theory, data, and experience (Tyler, 1976). At times theory guides action; at other times the experience of developing programs provides insights for theory development; and at other times investigations of questions of data are guided by theoretical considerations. During the course of the ECE efforts there would be theory-building activities. These activities would consist primarily of convening small symposia and conferences and commissioning papers.

Presently we can identify four theory-building tasks.

1. Relate psychological and sociological variables and measures to the ECE objectives developed by the public-policy group. The effort here would be to interpret what the public wants in specific terms, so that these public desired objectives, as identified by public-policy tasks, could be translated into effective instructional programs.

2. Create proposals for the synthesis of differing theoretical points of view in order to guide ECE program development. Individuals would be asked to consider putting together the various theories and the range of research in ways that would lead to a coherent, yet eclectic, instructional program. For example, the work of the cognitive-decision theorists, e.g., Wilson, could become the basis for conceptualizing and directing the research of prosocial psychologists. The results of these efforts could be placed in a curriculum structured according to predictable developmental stages. Experts would be asked to submit a proposed synthesis in the form of a paper at a symposium, which other experts would criticize and respond to. The result would hopefully be more sophisticated conceptions of what ECE programs should and could do.

3. Explore the potential contributions to the ECE effort

by other disciplines. This might involve holding a conference of anthropologists and sociologists to consider the issues and problems of building ECE programs and to ask them to make recommendations concerning additional research and development activities that might be carried out to enhance the programs. Over a period of 9 years we would expect to hold three such conferences.

4. Critique ECE efforts underway. Periodically, experts and theorists from different points of view would be called together to hear about ECE efforts and to offer criticisms and suggestions. The input from this activity would be carefully analyzed and fed back into the total ECE program.

Thus the products of the theory-building activity -- published papers, syntheses, and the like -- would be the result of grappling with real-life pragmatic problems of what should be done in program-building. Although the products should be of wide interest, they would be principally justified by their contribution to the ECE effort.

Research

The objective of the research activity would be to generate research data that contribute to more effective ECE programs. Research efforts would parallel the major overall thrust of the development of ECE school-community programs. Initially, we can identify several research questions which relate directly to the creation of more effective ECE programs. As the work continues, other needed research programs and tasks would be identified and carried out. The resulting data would be fed back to the overall program development activities.

Six research tasks have been identified.

1. Identify variables that bear upon the development of ethical citizenship behavior. For example, we need to know if

aspects or characteristics of ethical-citizenship behavior vary by age, sex, social class, and other traditional demographic variables. Are ECE variables related to personality traits or parent-training? Some research indicates this is so. In order to fully understand ECE phenomena, we need to have command of this kind of knowledge. Literature would be searched to find correlates or causal factors which bear upon the variables related to the objectives of the ECE program set forth by the public-policy activities. The product would be a publication mapping out the independent variables which relate to the ECE behaviors.

2. Conduct ethnographic studies of youth, with emphasis upon the ethical-citizenship dimensions of behavior. In order to develop and evaluate ECE programs, we need more information about the language of youth, the leeway they have in making ethical-citizenship decisions, the criteria they use, the influences that bear upon ethical-citizenship behaviors, the way they think about ethical-citizenship issues, and typical ethical-citizenship issues. Therefore a major effort should be an ethnographic study of the ethical-citizenship perceptions and behavior of children in the context of the total school-community.

3. Identify treatments that obtain ECE desired effects. This is an area of immediate, priority need. In order to build ECE instructional programs, we need the best information we can get on the effectiveness of instructional techniques. There are treatment/effects data (Hill, 1976), but they must be analyzed, organized, and conceptualized -- and, in some cases, studies must be replicated. For example, a review of evaluation studies of values-clarification techniques reveals a lack of research sophistication, and conclusions are highly questionable. Values-clarification techniques seem to be promising and deserve

better research efforts. Another area where more reliable research is needed is the study of treatments to obtain stage-change in moral judgment, as defined by Kohlberg and Piaget (Kohlberg & Selman, 1972). There are reports of positive effects, but overall results are equivocal. Moreover, several methodological questions plague efforts to draw conclusions. Finally there are single studies reporting powerful effects of specific tratements. These studies suggest promising directions and should be replicated and followed up. Thus we would recommend conducting a rigorous program of research of treatment/effects.

4. Develop measures to assess the qualities of the ethical citizen. Following the establishment of ECE objectives, as determined by the public-policy activities, and the identification of the psychological and sociological variables as determined by the theory-building effort, a research program should be launched to develop measures of the identified variables -- if, in fact, they do not already exist (Hogan, 1976). The instruments which are developed should be used in studying ECE target qualities and behaviors and in evaluating ECE programs.

5. Conduct longitudinal studies of the ethical-citizenship behavior of youth. Longitudinal studies could provide valuable information about how individuals develop ethical-citizenship behavior -- how they learn the knowledge, skills, and dispositions that characterize the ethical citizen. These would be naturalistic studies that could help us understand what forces -- such as patterns of family life, adolescent social mores, and participation in religious groups -- influence the ethical-citizenship behavior of youth at different ages and what effect these influences have on later ethical-citizenship behavior.

6. Study schools purported to have ECE impact. Several schools across the country, frequently mentioned in the

literature and interviews, are purported to have ECE impact. It is reported that they positively affect the values/moral/ethical behavior of their students. Most often they are private or parochial schools, but they include public schools as well. These schools point to specific things they do to create this ECE-type effect. It would seem wise to investigate these claims, for they may well provide the kind of creative leads that are so valuable to the development of new programs. Therefore, this research effort would follow in a 6-step procedure to determine if there are effective ECE procedures that could be adopted to create more effective ECE school-community programs. The first step would be to identify those schools purported to have ECE-like impact. The second step would be to collect outcome data from the schools to support or negate their claims of ECE-like effects. The third step would be to identify those schools with an evidential base for their claims. The fourth step would be to collect naturalistic observational data about these schools -- what is being done in the school, the nature of the school population, and so on. The fifth step would be to attempt to measure the ECE impact of the identified schools through some type of objective evaluation effort. The sixth and final step would be to attempt to isolate the manipulable independent variables that seem to contribute to ECE-like impact.

Of necessity, such research would lean toward naturalistic procedures. The resulting data would be viewed as suggesting procedures for ECE programs rather than as pinpointing proven techniques. The suggested techniques would be considered for inclusion in the ECE prototype programs and, if incorporated in them, would be further evaluated. In this manner we would hope to identify, utilize, and evaluate school processes and techniques which the evidence suggests would be successful in

promoting ECE-like effects.

Development

The objective here would be to develop instructional programs effective in teaching ethical-citizenship behavior -- the main thrust of the ECE effort. In order to profit from the support and expertise of the agencies and institutions which ultimately use and disseminate the ECE school-community programs, development activities would be undertaken in partnership with the Council of Chief State School Officers and/or the Education Commission of the States and with selected universities and teacher-education colleges. Such activities would also involve state education departments in selective regions across the country acting in partnership with the schools and the school districts engaged in ECE.

The development work would be carried out as much as possible in field sites, i.e., local school-communities. A technical-assistance staff would be engaged by the ECE effort to assist local school personnel in development and to carry out dissemination activities. Groups and individuals would be drawn together from universities, research laboratories, and state education departments to work on the development of these programs in collaboration with those actually at the prototype- and model-program school sites. Subsequently, as the prototype ECE and model ECE programs are developed, efforts would be made to describe them and, if possible, develop them to the point where they could be applied at other sites.

We see three distinct activities in the developmental phase.

1. Gather instructional resources and materials. This would include collecting information about ECE content, teaching techniques, and instructional modes (as previously discussed).

Also included would be information concerning resources, instructional materials, models for using materials, training materials for teachers and educational staff, resource persons who can help in program development, and tests and measures. A resource-gathering activity would begin immediately in the first year of the ECE effort and during the first 3 or 4 years would continue concentrated activity on collecting information about program-building resources. In later phases of the total program, emphasis would shift to preparing documents and catalogues of such resources for dissemination to and utilization by school-communities interested in developing ECE programs -- basically an output operation.

2. Develop prototype programs over a 5-year period. The first year would be devoted to planning and preparation, i.e., gearing up for introducing ECE prototype programs in local school-communities in six different regions in the country. The gearing-up process would consist of collecting materials; developing guidelines for the construction of prototype programs; planning for the development process; identifying resources, e.g., materials and people; engaging the support of a regional university or teacher's college; and meeting with the persons from the local school-communities to select school-community sites and to inform school personnel and students of their respective roles and responsibilities. Thereafter, 3 years would be devoted to the development of prototype programs in the schools. We assume that efforts would be somewhat ragged and uneven -- particularly in the second year. During the third year we should have a clearer idea of promising approaches, and by the fourth year we would expect to have some relatively effective or well-developed program elements. The fifth year would be devoted to evaluating the prototype programs and phasing out the involvement of

ECE technical-assistance staff, so that the school districts in which the prototype-program sites are located assume full and autonomous control of their ECE programs.

The evaluation of the prototype programs would be an important part of the development effort. A central evaluation staff would be established, with their first task to develop criteria measures and procedures for evaluating all prototype school-community programs. The development of these measures and procedures would be viewed in themselves as an important phase of the development effort, and the findings derived from them would be used to assist in the selection of the elements of the most successful prototype programs. The measures and procedures would then become the basis for a second stage of evaluation efforts, that of critiquing the evaluation of the prototypes and beginning to build a new evaluation effort for model programs. Ultimately, these activities would be used as the basis for evaluating ECE programs in the field. In short, there would be a program of development of evaluation efforts that would move forward parallel to and concurrent with the development of ECE school-community programs.

3. Develop model ECE programs. As the prototype ECE programs near completion, successful elements of the six prototypes would be identified, and efforts would be made to draw these elements together into recommendations or specifications for model ECE programs. For example, one prototype program might have been particularly effective in involving parents. A second might have developed an outstanding program for youth to participate in helping roles in the community, in cooperation with the out-of-school members of the school-community advisory group. A third might have been unusually successful in developing an ECE climate in the school. We might also expect that

prototype programs with particular theoretical perspectives might be more effective than others. The most successful theoretical perspectives and elements would be incorporated into the model-program designs. These designs would then be developed and tried out in 18 different schools (3 in each of the 6 regions). The objective would be to develop the most powerful and effective models possible. After a period of 3 years all model schools would be evaluated against common criteria by a central evaluating staff in order to determine which programs and program elements had been most successful. The most successful programs and program elements would then be selected for dissemination activities, and program elements would be developed for further refinement and improvement of ECE models.

Dissemination

The objective of the dissemination effort at the maximum level of effort would be: (a) to foster the adoption of ECE programs in 600+ school-communities on a nationwide basis; and (b) to encourage all school districts to include some elements of the ECE program, or, more specifically, to have 80% of all public, nonpublic, and parochial schools surveyed make one curriculum, instructional, or organizational change to obtain or realize some ECE objective. ECE dissemination efforts would recognize the agency of the local school and school district, would build resources and support in universities and colleges, and would engage the support and advocacy of state education departments. Dissemination efforts would be carried out in partnership with institutions of higher education and with each state, promoting the ECE program by providing technical assistance.

Four major tasks can be identified.

1. (a) Develop ECE materials for local school-communities engaged in or preparing for ECE programs; and (b) develop dissemination materials containing procedural recommendations for utilizing ECE programs.

(a) Materials would include guidelines for advisory-group activities; recommendations for mutual interaction among the educational staff and students in adapting the school climate to ECE programs; and instructional materials for special groups, e.g., parents. In addition, the ECE technical-assistance staff would inform the local school staff of recommended ECE procedures and assist them in implementing the procedures, e.g., establishing a community advisory group; carrying out a study of the school-community -- its strengths, problems, and resources; and formulating plans for and conducting training of school staff and community participants -- roles, procedures, and materials. For example, the ECE technical-assistance staff could provide survey instruments to help the advisory group collect information about their school-community. The survey instruments might include simple check lists of questions that the advisory group itself could answer; they might also include questionnaires for distribution to teachers and parents. It would of course be necessary to survey the school students about their opinions regarding ECE-related positives (e.g., honesty on exams) and negatives (e.g., stealing or vandalism), and appropriate methods for going about this could be suggested by the ECE staff. The ECE staff would thus supply guidance and materials at each stage of local ECE development.

(b) The informational materials would be designed to encourage and facilitate the adoption and utilization of ECE programs. They might include filmstrips explaining the ECE concept to teachers, parents, and community groups; guidelines for providing students opportunities to participate in out-of-

school helping roles; ECE cost information; and concept presentations for local school boards.

2. Create a national-level staff-development effort. Several approaches would be pursued to develop training and consultant resources to provide assistance, advocacy, and intellectual leadership for the wider dissemination and utilization of ECE programs. Efforts would aim primarily at higher education -- universities and colleges. The primary objective would be the development of a cadre of knowledgeable professional educators who could both assist schools in the utilization of ECE programs and materials and offer courses and workshops dealing with ECE. Activities might consist of: (a) mounting national-level workshop programs for college and university professors interested in developing ECE courses or workshops; (b) funding "itinerant" training centers at regional colleges and universities that would move every 2 years to another college or university, leaving behind at previous sites interested and knowledgeable staff who would be qualified to continue providing training and consultation for ECE programs; (c) providing support for ECE workshop activities in existing teacher centers; and (d) developing a resource network of experts competent to provide assistance and consultation for the development of ECE programs. All these efforts should result in the development of staff-development capability on a national basis, so that any school educational staff member could participate in a ECE training program of some kind and any interested ECE school-community program could obtain competent assistance in developing its ECE program. The development of these capabilities would be a step-by-step process, beginning with the identification of a pool of ECE experts during the prototype-development phase. These experts would be called upon to formulate and provide a training

program for college and university staff from across the country at a central training site. The latter would then return to their institutions and establish regional training centers for other university and college staff members in their area. The final step would be the widespread introduction of ECE training courses and workshops throughout the teacher education/higher education training establishment.

3. Disseminate ECE School-Community Programs. School-communities would develop their own ECE programs, building step-by-step to a point where they become satisfied with the program elements that they have developed and adapted to their locality. The ECE technical-assistance staff would provide assistance, as requested. In this manner the responsibility for program development and adaptation would rest with the local school-community, while the ECE technical-assistance staff would provide materials, ideas, assistance, stimulation, evaluation, expertise, support, and perspective.

Specifically, the state or ECE sponsoring agency would make local school districts aware of the benefits and value of ECE programs. If the local school district agrees to participate and/or principals volunteer their schools, the following steps would occur:

- The ECE staff would train the principal.
- The principal would convene a school-community advisory group, in consultation with directly related established groups, e.g., faculty, PTA, and students.
- The school-community advisory group would study the ECE program options and survey its own school-community demography and concerns.
- The advisory group would formulate ECE objectives and select appropriate ECE

program elements, in consultation with school staff and students.

- The ECE staff would help train local ECE program leaders and provide technical assistance during the development of the programs.
- The ECE staff would provide evaluation assistance when requested.

The local school-community would need time to build and adapt its own program. It is assumed that the dissemination effort might result in a minimum of four new schools starting ECE programs each year in each of the 50 states for a total of 3 years (years 7, 8, and 9 of the ECE effort). Should there be greater interest and more resources, it seems quite possible that the major task of the ECE dissemination activity would be to develop materials, procedures, and processes to assist and support local schools in developing and utilizing ECE programs. The model programs would be studied closely to see what elements are successful and to identify the most effective process in developing ECE programs in community sites. These activities are seen as having a "ripple effect," spreading outward from prototype- and model-program sites.

4. Encourage and support the effectuation of changes or additions in instructional programs, designed to realize ECE objectives in all schools in America. In order to obtain and achieve ECE objectives, this effort would be carried out by using the media, publishing professional papers, convening meetings, encouraging teachers' colleges to provide course work and workshops in ECE areas, and persuading publishers to develop ECE materials that could be used by teachers and the community without special technical assistance. While this general kind of promotion would be unfocused, it may in the

long run be the most powerful, for it has the potential for changing the total educational climate in all American schools. The ECE staff would attempt to measure its effects by surveying schools both periodically and at the end of the 9-year-period. An independent agency would be retained to randomly survey a sample of schools across the country to see if the ECE program and its publicity and general informational efforts have had any effect on curriculum. Personnel at each school surveyed would be asked if they were aware of the program, and, if so, whether they could point to one specific change that had been made in their school as a result of the program. For example, a school principal might report that he/she is aware of the ECE effort and that he/she has established an orientation program for parents. Another principal might indicate that ECE materials are being used by teachers at the fifth-grade level. Yet another might state that the school staff is participating in workshops to reorganize the curriculum and reengineer the school climate so as to accomodate an ECE program. All of these responses -- recognition of ECE and inclusion of at least one ECE specific activity -- would count as a positive in the national survey. We would consider the program highly successful if 80% of all schools could point to at least one programmatic change designed to achieve objectives.

Recommended ECE-TV Activities

Because TV programming is so very different from the activities of building ECE school-community programs, it seems propitious to establish a separate work effort. TV is a powerful influence upon youth. It can dispose either prosocial or antisocial behavior (Poulos, in press; Rubinstein, Liebert, Neale, & Poulos, 1974; Sparfkin, Liebert, & Poulos, in press). Youth of all ages, including the very young, spend a great

deal of time receiving messages from "the tube" -- up to as much as 5 hours a day (Bechtel, Achepohl, & Akers, 1972; Lyle & Hoffman, 1972a). The average preschooler has learned about, and in some cases internalized, patterns of TV-portrayed social behavior before he or she is 4 years old (Lyle & Hoffman, 1972b). Thus TV plays a major role in shaping social perceptions of children at an age which many experts regard as critical. Today's children find their language, symbols, myths, and heroes in the national TV programs. It scarcely needs stating that TV is a powerful source of ethical -- or unethical -- principles for youth. It is estimated that the average 18-year-old has watched 1,500 violent murders on television. Youth prone to antisocial behavior are reinforced in their belief that violence and aggression are the ways to resolve problems (Chaffee, 1972). For all these reasons, TV must be studied and understood; and it must be utilized to support and further ECE objectives, and do so in a way that does not violate our democratic principles.

A ECE R, D, and D effort to engage TV as an instructional mode is here proposed as an effort separate from, though complementary to, the principal ECE thrust -- that of developing school-community programs. The ECE-TV effort would include activities only during the first 2 years of the ECE plan. The principal activity would be to develop plans for impacting TV. In effect we are calling for an adaptation of the past year's MCE planning effort, shifting the focus from schools to the media. It is assumed that there would be a developing background of research, theory, and experience growing out of the first 2 years of ECE activities which would bear upon and support approaches to influencing TV programming.

The ECE-TV planning effort would focus upon four questions: How could TV be used to further ECE objectives? What

should be done? What are the barriers that stand in the way? How should a ECE-TV effort be carried out? For example, issues for consideration might include ways of influencing TV programming, e.g., legislative incentives or boycotting. Expanded use of educational TV networks and cable TV might be explored. Subsidization of programs bearing favorably on ECE (e.g., "Mr. Roger's Neighborhood") might be pursued. Research dealing with TV techniques and program content could be received and analyzed for differential favorable impact for differential ages, and original research could supplement the analysis. Prototype TV programs might be constructed on the basis of the research findings.

Another approach might be to study ways of shaping TV viewing by youth -- and to make better use of the viewing hours. For instance, PTA's might work with parents to educate them to the positives and negatives of TV programming vis-à-vis ECE objectives. Informational material might assist both parents and school staff in identifying "good" programs and in learning ways of positively sharing TV-viewing with youth.

Finally, financial support for ECE-TV efforts must be realistically considered and vigorously sought.

These are but a few of the approaches to a ECE-TV effort. Obviously, many other options must be considered and evaluated against ECE criteria.

The ECE-TV planning effort would consist of five activities (Figure 5).

1. Select and convene an advisory group of individuals representing the various sectors of the TV industry, scholarly experts knowledgeable about TV programming and effects, and representatives of the general public. The advisory group would be responsible for giving impact to the planning effort and for overseeing the total planning effort.

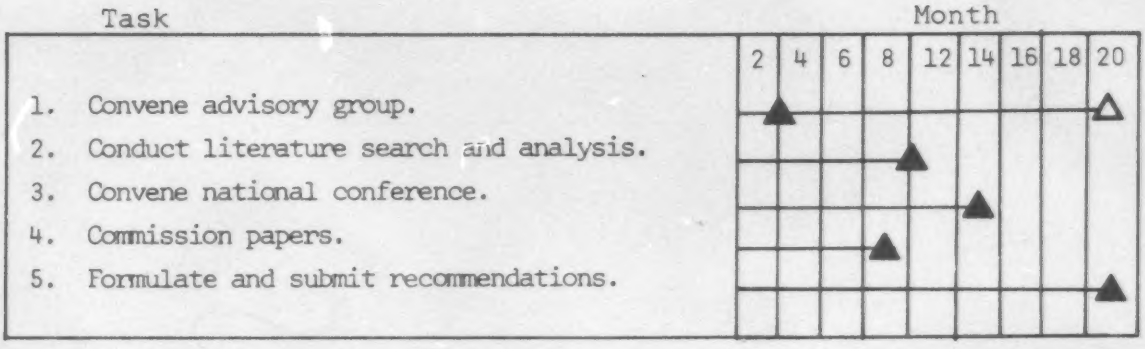
2. Conduct a systematic search and analysis of the literature on TV and public-policy issues related to TV. The product would be a bibliography and papers analyzing central issues, such as an analysis of methods useful for promoting TV programming or programming techniques that seem to have prosocial effects.

3. Convene a national conference to deal with the four key questions (listed above) central to the ECE-TV planning effort. Participants would be national figures representing various sectors of the public, e.g., labor, law-enforcement groups, business, scholars and researchers, and leaders of the TV industry. The objective would be to develop recommendations for future efforts.

4. Commission a series of papers focusing upon key issues identified during the course of the ECE-TV planning effort. These papers would point the way to creative action that would increase ECE-related materials or techniques in TV programs.

5. Formulate a series of recommendations for ECE-TV R, D, and D and submit them to NIE and the public for action and support. It is anticipated that the final product of the above activities would be the formulation of a plan for future ECE-TV R, D, and D. The plan would draw together the total effort and project recommendations for future activities. It would be reviewed by the advisory group and revised in light of that review.

Figure 5
ECE-TV Activities



Legend: ▲= Significant Event △= Conclusion of Effort

OBTAINING AND MANAGING NEEDED RESOURCES

There are three resources necessary for the development of an effective ECE R, D, and D program: talent, time, and funds. Each must be obtained and skillfully managed in order to mount a successful program.

Talent

Talent (and genius) may be the easiest recource to obtain. First, ECE is an attractive enterprise; it inspires the mind and calls the heart; persons want to participate; they find it satisfying and exciting. Given this assessment, the first step would be to give the ECE R, D, and D effort visibility in the disciplines and institutional areas being addressed -- the very places where pertinent talent is most often found. The visibility of ECE alone should attract interest and desire for involvement.

Second, we would involve people in colleagueal relationships, thus underscoring professional respect, status, and reciprocity. ECE would offer participants the opportunity to deal with vital issues and to become agents and partners in the development of a significant national program.

Finally, the ECE effort would court talent. ECE management would contract for a variety of services and products, making it possible to engage and support the efforts of talented persons in many different places and positions. Professors could carry out research at their university, making use of their resources and contacts. School instructional leaders could work within their school system to develop field-intervention programs. In effect, we recommend going to the talent rather than demanding that talented persons join a central ECE staff.

Time

Time may be the most difficult resource to obtain. When new educational efforts begin, persons often demand quick results. They are unwilling to wait for the slow, broad-based buildup of theory, research data, and field-intervention trial-and-error efforts that are the very stuff of a sound, successful educational effort. Often the public seizes upon proposals which promise instant results instead of understanding that the cumulative efforts of several years are prerequisite to a slower but more powerful payoff in the intermediate future. It has been repeatedly demonstrated that many "quick-producing" efforts lead to poor results and thereby undercut the opportunity for more effective, slower-developing programs in the future. Worst of all, the public is often deluded that the "instant" programs have actually delivered.

Overcoming public impatience is a difficult job. One obvious way to deal with it is to continually point out to the public and to the decision-makers that sound and effective ECE programs cannot be mounted overnight -- that, in fact, they require a minimum of 6 years, and probably 9 years, until they are in place and having significant impact. In short, ECE must not overpromise.

Funds

Everyone is aware that funds are required for a ECE program of R, D, and D. There is little point in restating the point here except to recognize that funding needs would expand almost geometrically at times.

ECE management time and effort should be allotted for seeking and obtaining funds. This activity should be recognized as a legitimate activity in itself. The management staff

should be charged with identifying potential funding sources and weaving them together to support a coherent program of concurrent funding for different activities. Such a program would involve a wide range of partners -- reaching from NIE's interest in research to the local school district's interest in program delivery.

Funding for ECE will most probably come from several sources. Initially it could be supported by NIE, since the initial 1-year planning effort was supported by that agency. However, one of the main management activities of the first 2 years should be to broaden the base of support to include other funding agencies. Several agencies already have funded projects in the ECE area of interest and might well be interested in a cooperative effort. They include LEAA, NEH, NIMH, and OE. Funding can also be diversified by cooperating with educational agencies at different levels. ECE prototype and model school-community efforts could be funded in cooperation with state departments of education using Title IVC ESEA funds. Prototype schools and models could also be developed in cooperation with local school districts using Title III ESEA funds.

There also may be a basis for relating ECE to the issues and functional and educational problems associated with desegregating schools -- particularly with regard to the ECE objective of teaching equal respect for all persons. If so, there would be a possiblity of obtaining funds designated for desegregation facilitation.

Local school districts would also be asked to invest in ECE. Whenever possible, they would be expected to make contributions to the effort, ranging from picking up the travel expenses of educational staff and community leaders participating in a ECE conference and training program to the hiring of consultants and the purchase of materials.

At whatever level of effort ECE is ultimately supported, it is important that initial funding support the background research that must form an important basis for the ECE effort.

Finally, it must be recognized that a full-scale national-level ECE program would require large sums. It is the judgment of several advisors that these funds could only be obtained by writing legislation specifically earmarked for ECE. Such legislation might stand by itself, be added to ESEA reauthorization, or be included in more general citizenship-education legislation. It might also be included in an appropriation for educational activities related to desegregation. The point is that if ECE is to be pursued at a national level, it cannot be supported by existing sources of funds; it must develop its own legislative mandates.

CODA

As we complete the MCE R, D, and D planning effort we are convinced, first, that an important and worthwhile program can be mounted in the ECE domain. Second, the signs are strong that the public is demanding, and will continue to demand, such programs.

We must assure that educational leaders do not accede to an impatient public by developing inconsequential programs that ride on empty slogans and exhortation. If funds are wisely invested and sound leadership established now, there is the possibility of developing a substantive ECE program backed by thoughtful research. The time is now. A plan is drawn. The decision is in the hands of the funders.

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STATEMENT OF PURPOSE

PLANNING FOR MORAL/CITIZENSHIP EDUCATION is based on three assumptions: the need for and interest in moral/citizenship education are increasingly expressed in many segments of our society; the field is rich with diverse activities, theories, research, and promising directions to explore; a national coordinating effort is necessary to draw together this diversity and establish common ground and guidelines for future work across the field. To this end, the initial objectives of the planning program include: coordinating activities, sharing knowledge, identifying issues, convening informational planning conferences, examining managerial techniques, analyzing programmatic approaches, and preparing planning recommendations. An Advisory Group and Resource Panel will assist in shaping the planning program.

ADVISORY GROUP

Monsignor Francis X. Barrett
Executive Secretary
Department of Chief Administrators of Catholic Education
National Catholic Education Association

Ms. Vivian Bowser
Executive Committee
National Education Association

Gordon Cawelti
Executive Director
Association for Supervision and Curriculum Development

J. Blaine Fister
Director
Public Education Concerns
National Council of Churches of Christ in the U.S.A.

Ms. Carol Kimmel
President
National Congress of Parents and Teachers

Karl Massanari
Associate Director
American Association of Colleges for Teacher Education

William J. Russell
Executive Officer
American Educational Research Association

Ira Silverman
Director
Institute for Jewish Policy Planning and Research
Synagogue Council of America

Ms. Carolyn Warner
Chief State School Officer, Arizona
Council of Chief State School Officers

Harold H. Viehman
Director
Ministry in Public Education

RESOURCE PANEL

Harry S. Broudy
University of Illinois

Jerrold Coombs
University of British Columbia

Howard Kirschenbaum
National Humanistic Education Center

Lawrence Kohlberg
Harvard University

Louis Rubin
University of Illinois

Norman Sprinthall
University of Minnesota

Ervin Staub
University of Massachusetts

Ralph Tyler
Science Research Associates